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ABSTRACT

Providing disadvantaged youth with the training to continue their education or to obtain meaningful, long-term employment has been hampered by lack of funding, inability to meet the multiple needs of at-risk youth, and the difficulty of recruiting at-risk youth to participate in programs. This report describes and recommends nine employment training programs that deal effectively with the key problems confronting youth eligible under the Job Training Partnership Act of 1982 (JTPA). Information was gathered from site visits. The following preemployment programs all provide basic skills, youth development activities, work experience, and work competencies: (1) Program Transformation (Manhattan Valley Youth Program, New York, New York); (2) the Youth Division of the Metrocenter YMCA (Seattle, Washington); (3) the San Francisco Conservation Corps; (4) the East Bay Conservation Corps (Oakland, California); and (5) the Impact Services Job Preparation Project (Philadelphia, Pennsylvania). Occupational skills programs that meet the needs of both youth and adults are also described. Their names and the services they provide are as follows: (1) SER Jobs for Progress (Miami, Florida) provides clerical, nurses aide, and on the job training programs; (2) the Training and Development Corporation (Bangor, Maine) provides a comprehensive skills program that prepares participants for vocational skills training and places them in jobs; (3) the Chicago Commons Association's Industrial and Business Training Program provides technical skills training in specific industrial vocations; and (4) the Center for Employment Training (San Jose, California) provides integrated basic and technical skills training for specific jobs. Statistical data are included on three figures. Program profiles and a list of 29 resources for youth employment programs are appended. (FMW)

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The Practitioner's View

New Challenges in Serving High-Risk Youth

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The Practitioner's View

New Challenges in Serving High-Risk Youth

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Foreword

It is difficult to think of an institution that is not being significantly challenged by the complex issues and problems currently facing our society: drug use, homelessness, teen pregnancy, AIDS, violent crime, inadequate public education, persistent poverty, and continued social injustice. At the same time, the country's budget deficit has limited public resources to address these issues. Thus, schools, governmental entities, the business community, health care organizations, and religious and civic groups have all been forced to reevaluate their roles and attempt to develop new strategies to meet the increasing needs of their constituent groups.

The employment training system, especially those programs that serve disadvantaged youth, is no exception. In fact, because disadvantaged youth are so central to the problems in our society, publicly funded programs to serve them are on the front lines, facing greater challenges than at any time in their history.

Providing disadvantaged youth with the training to continue their education or obtain long-term meaningful employment, has never been easy. In fact, those who have studied federally funded programs--from the MDTA and NAB-JOBS programs of the 1960s, to the CETA programs of the 1970s and early 1980s, to today's JTPA programs--have found that these systems have had limited success with the more disadvantaged among our young people. Various reasons have been offered for this lack of impact. However, after approximately three decades of programming targeted (at least theoretically) to this population, many in the employment and training field have come to agree that three factors are primarily responsible.

The first is a lack of resources. The billions of dollars spent on youth employment programs actually represent a quite modest investment when compared to the size of the problem. Evidence of the inadequacy of employment and training resources for at-risk youth is embodied in current JTPA guidelines, which limit the number of eligible youth who can be served and require programs to achieve certain placement standards. As a result, funded programs tend to enroll those who are the closest to "job-ready" rather than those most in need. This practice did not start with JTPA; CETA and the early MDTA-OJT efforts were also criticized as serving the easiest to place.

A second, related issue is that, with few exceptions, youth employment programs have been either unwilling or unable to meet the multiple needs of at-risk youth who need employment and training assistance. Many also lack basic skills or a high school diploma. Many have low self-esteem and few social skills. Many are themselves, or come from families that are, part of cycle of poverty and welfare dependence; an increasing number lack even the basic necessities of life: shelter, clothing and nourishment.

Although the body of evidence is limited, everything we have learned to date about how to affect the life chances of these youth indicates the need for longer-term and/or more intensive interventions that draw on a variety of resources and services. Yet, historically, few programs have had these characteristics--in large part because of insufficient financial commitments and policies that support short-term programming and

limited expenditures for administration and support services. Some would further argue that there has been a lack of creativity or will on the part of policy-makers and program/agency administrators.

A third factor is the issue of at-risk youth's willingness to participate in "second-chance" programs. A look at the history of these efforts shows that it has never been easy for programs to attract or retain hard-core unemployed youth; and the task appears to be getting even more difficult. Fewer youth seem to see training programs as able to give them reasonable access to opportunity in this society, and a growing number have decided that drug sales and other criminal activity and/or welfare payments are acceptable alternatives to conventional employment.

While serving at-risk youth is getting more difficult, it has also never been more important or necessary to this country's economy. Numerous studies and reports about the future of U.S. labor force needs, such as the W.T. Grant Commission's "The Forgotten Half," and Hudson Institute's "Workforce 2000" report, document trends that indicate at-risk youth are a key to our future economic health.

By 1995, America's 16-to-24-year-old population is expected to have fallen 20 percent from its 1980 level--from 36 to 29 million, or from 21.5 to 15 percent of the nation's civilian working age population. By the year 2000, youth between the ages of 16 and 24 will make up only 16 percent of the labor force--down from 23 percent in 1972.

In response to this trend, employers are actively recruiting young entry-level workers from among the ranks of the at risk. Many of them lack basic education and work skills, and will require educational remediation before they can be considered sufficiently productive. This is particularly significant when viewed in the context of changing labor force requirements. The Hudson Institute's "Workforce 2000" report projects that the majority of the new jobs created in the 21st century will be in the service industry and will demand much higher skill levels than ever before; there will be few opportunities for those that can't read, follow directions or do mathematical computations. In fact, the report goes on to say, "Unless work force basic skills are raised substantially and quickly, we shall have more joblessness among the least skilled, accompanied by a chronic shortage of workers with advanced skills." We are facing a widening gap between the skills of the available work force and the changing requirements of the labor market economy.

For employment and training programs serving at-risk youth, the implications of these trends are obvious. With employers--as well as colleges, other educational institutions and the military--digging deeper in search of available youth, programs are increasingly left to choose their participants from those who have been left out--young people with very severe and multiple educational, economic and social disadvantages. In short, they recruit youth with whom public institutions have never been very successful. Helping these young people become productive workers who can meet their own needs and the current and future needs of our economy is a major challenge.

There are indications that the employment and training establishment, as well as other policy-making entities, is aware of the seriousness of this challenge. In July 1988, the Secretary of Labor appointed a 38-member commission to review the Job Training Partnership Act, the country's central vehicle for preparing disadvantaged and displaced youth and adults for the job market, and make recommendations on how the system can be refocused to better meet this country's need for skilled labor.

In March 1989, the committee presented Secretary Dole with 28 recommendations for strengthening the JTPA system and increasing local flexibility in its administration. Two key and related themes ran through these recommendations: the need to focus JTPA resources on those youth and adults most at risk of failure in school or in the job market; and the need to build linkages with related systems, such as education and human services, to increase the effectiveness of service delivery and improve program outcomes. During our field work for this project, we saw that some states and local PICs are anticipating the passage and implementation of these recommendations and are attempting to restructure operational and funding strategies to comply. Public education reform efforts and the new federal JOBS program, which mandates education and training for welfare recipients and coordination with JTPA, are other responses to national employment training needs.

Public/Private Ventures and other organizations have been participants in this ongoing review of policy alternatives, and we have sought to contribute our findings from research and practice. But we also are concerned that the problems and issues practitioners face, as they seek to meet the daily challenge of serving the nation's youth, need to be more fully understood by two audiences in particular.

First, policymakers need a realistic grasp of practitioners' concerns if they are to develop policy that is sound not just in principle but in practice as well. Second, other practitioners--often facing the same problems and dilemmas--benefit from learning about issues their peers are facing and, more significantly, how they are being addressed.

Hence this publication, the second in a series, is a report from the field, an opportunity for people at the operational level to "speak" honestly to other practitioners and to policy-makers. It is in part a "snapshot" of a group of youth programs that are broadly representative of others in the U.S., depicting their efforts to face complex, often conflicting problems.

In developing this publication, we first invited practitioners representing major employment/training programs serving youth to a roundtable discussion at P/PV to talk with us about the state of the field, and help us identify the key issues facing program operators. The organizations represented were the Opportunities Industrialization Centers of America (OIC), OIC's Youth Advocacy Program for institutionalized youth, 70001 Inc., Jobs for Youth in New York City, SER Jobs for Progress in Miami, the Philadelphia Youth Service Corps, and the Employment Security Department of the State of Washington.

Based on this discussion and on information from other major youth employment organizations around the country, we selected nine programs for review, recommended as representative of programs dealing with many of the key problems confronting today's JTPA-eligible youth. We spent

several weeks visiting these programs, reading their materials and interviewing their staffs. The nine programs, whose profiles can be found in Appendix A, include:

Five preemployment programs for youth, all of which provide basic skills, youth development activities, work experience and work competencies:

- Program Transformation of the Manhattan Valley Youth Program in New York City;
- The Youth Division of the Metrocenter YMCA in Seattle, Washington;
- The San Francisco Conservation Corps;
- The East Bay (Oakland area) Conservation Corps; and
- Impact Services Job Preparation Project in Philadelphia.

Four occupational skills programs for both youth and adults:

- SER Jobs for Progress in Miami, Florida, which provides clerical, nurses aide and OJT programs;
- The Training and Development Corporation in Bangor, Maine, which provides a comprehensive skills program that prepares participants for vocational skills training, oversees their training and places them in jobs;
- The Chicago Commons Association's Industrial and Business Training Program, which does technical skills training in specific industrial vocations; and
- The Center for Employment Training in San Jose, California, which does integrated basic and technical skills training for specific jobs.

The first section profiles the population that these programs are--and are not--serving, emphasizing the needs today's at-risk youth bring to the programs. The second section describes the efforts programs are making to meet these needs; it presents their approaches to training in basic and work-related skills, support services, attracting and retaining youth, program management, funding and staffing.

Of course, we do not pretend that these programs and practitioners "speak" for everyone. But given the variety of their approaches to youth development and/or vocational training, and their geographic distribution, we believe they fairly represent today's youth programs, and that what they have to say will "speak" to the issues being confronted throughout the field.

In the Afterword, we summarize what we've learned about the state of program operations during our fieldwork and assess what the practitioners' experiences mean for youth employment policy and policymakers.

Who Is Being Served in Youth Employment and Training Programs Today?

Who Is At Risk?

Estimates of the number of American youth who need help preparing for, entering and staying in the work force--those defined as "at risk"--can be based on a variety of statistics. One statistic is the unemployment rate among 16- to 24-year-olds: 11 percent of about 37 million in 1989, or 4 million young people. The proportion is much higher for minority youth in low-income families.

Another statistic that can be considered involves the one million youth who drop out of school each year, most never to return. As of October 1988, there were 4.2 million 16- to-24-year-olds who had dropped out of high school without the credentials, and likely without the basic skills, necessary to make it in the labor market. The jobless rates for young dropouts in 1988 were: 17.3 percent for whites, 37.4 percent for blacks, and 16.6 percent for Hispanics.

Another basis for estimate is the more than 5 million youth who are eligible for services from programs funded by Title II-A of the Job Training Partnership Act, the country's major federally funded employment and training program. That is, they are poor according to the federal definition of poverty; receive welfare or food stamps; or are foster children supported by state or local payments. In some areas, youth can also be eligible if they are high school dropouts, teen parents or substance abusers, or have difficulty with the English language.

A fourth statistic is the approximately 7.3 million 16- to 24-year-olds who are not at work or looking for work, and not in school, in an institution or in the military.

Using any of these statistics as a basis for estimate, there are currently at least four million out-of-school youth in America who are at risk--and there may be more than seven million.

How Many Are Being Served?

According to U. S. Department of Labor statistics, less than 5 percent, or approximately 298,000, of eligible youth are served in JTPA programs.

Of the 5 million young people eligible for JTPA-funded programs, less than 300,000 are actually being served. There are three major reasons for this:

- *Limited federal funds*--In 1990, the entire JTPA budget for serving both youth and adults was $3.9 billion, compared with $7.5 billion allocated for these programs in 1980.
- *The nature of JTPA-funded programs*--Programs must meet cost and performance standards that do not encourage the longer-term training, stipends and support services many experts believe youth with multiple needs must have to benefit.
- *Youth themselves*: Many at-risk youth are so disconnected from mainstream institutions and so beset by problems even more basic than unemployment that even those who find their way into training often leave too soon to benefit from participation.

It is the multiply disadvantaged youth who are increasingly the target of publicly funded programs. But this report will show that these are the very youth whom most existing employment and training services find it hardest to attract and serve, despite their evolving efforts to do so.

What Are Their Needs?

Most of the practitioners we talked to agreed that youth coming into their programs became considerably more "at risk" during the 1980s--that their current youth have many more barriers to employment than those they have served in the past. This change has become more apparent as programs seeking to meet the needs of employers for entry-level personnel attempt to work with their current clientele. "The kind of client that we used to serve, who only needed job search, is just not out there any more."

The needs that young people are bringing to employment training programs often have more to do with basic physical survival, basic psychological development and adjustment to life in our society.

The youth-serving programs we reviewed are serving more dropouts, more single parents, and more youth with severe basic skills, literacy and English language deficiencies than data indicate are served in the typical JTPA program. All the programs report also having to cope with a lower level of income, and greater housing, food and clothing needs than the employment training field has ever seen.

In serving a population at higher risk, programs have come face to face with the severity of the needs of today's young people. Practitioners who have been in the field for several years say they are not surprised that disadvantaged youth have problems, but that the magnitude and intensity of the problems can be overwhelming.

"I look at the magnitude of the problems our young people are dealing with and I wonder how we're going to do this."

These youth need more help upgrading education and employment-readiness skills, more traditional support services, such as carfare and day care, and dramatically more help with basic physical survival, basic psychological development and adjustment to adult life. As one program director put it: "I look at the magnitude of the problems our young people are dealing with and I wonder how we're going to do this." Another said: "Just living in this (inner-city) environment makes a youth at risk. The youth who are doing wild things (drugs, weapons, etc.) are the norm; the stable, healthy ones are the exception."

"Just living in this (inner-city) environment makes a youth at risk. The youth who are doing wild things (drugs, weapons, etc.) are the norm; stable, healthy youth are the exception."

Many of today's at-risk youth are bringing a whole range of additional needs to employment training programs--as well as to the public schools.

Homelessness. Although programs have not yet kept consistent data on this issue, they report that a startling number of participants are homeless or near homeless. Staff first noticed this when they began to have difficulty verifying addresses for youth who apply for program participation. These youth may not actually be living on the street, but many have no permanent address and move from place to place, living with a series of friends or relatives. Staff at Manhattan Valley say that this phenomenon is especially true of youth who have recently aged out of foster care, have no family to go to, and could not make arrangements for their aftercare.

Poor health and nutrition. Many program participants are in precarious physical health. Staff report that they often see youth who have never seen a doctor or a dentist, have extremely bad nutritional habits, don't get enough food to eat every day, and need drug and/or alcohol abuse counseling.

Unfamiliarity with the English language. In five of the nine programs, more than one-fourth of enrollees are in need of English as a Second Language (ESL) instruction. Most of these youth are Spanish-speaking, but an increasing number speak one of the Asian languages.

Emotional problems. Program staff are also very concerned about the psychological health of young participants. Many more than in the past come from dysfunctional families. A number live in very unsafe conditions and have been abused, raped or assaulted, sometimes by family members or other older adults in their households.

Lack of responsible adult influences. Apparent to staff is the general lack of adult care and attention in the lives of these young people. Many appear not to share the mainstream values of our society--values that have to do with family and other human relationships, work and accepting adult responsibilities. As a result, staff say, they see young women who have had two or three pregnancies before they are 20; youth who quickly resort to violence to solve problems; and youth who have difficulty abiding by rules, accepting authority and, ultimately, dealing with the everyday responsibilities of holding a job.

Unrealistic expectations. Program staffs' comments tell the story:

"They want jobs immediately, but they're poorly prepared, they don't impress the employer's interviewer, they can't fill out the application and when they get the job, they often quit."

"Young people ask me 'Why'd they fire me (for not showing up for work)? I had a good excuse!'"

"They don't understand that they have to show up every day, work overtime if they're asked, deal with their own transportation problems, not expect to get cash advances every time they're short, etc., etc."

"Most say that college is in their plans, but just getting them their GED is a real challenge."

Who Are the Programs Serving?

In the face of this tremendous need, most programs have specific practices regarding who within the eligible population they target, recruit and serve. We found these practices to be based on program history and purpose, philosophy and attitude toward serving at-risk youth, and direct responses to local demographics and market forces. These factors, in turn, govern a program's choice of emphasis on personal or vocational development; its use, lack of use or level of JTPA funding; and the degree to which it seeks funding sources with flexible performance requirements.

"Lots of these kids have been crumbled up and thrown away."

Of the nine programs we reviewed, five are exclusively youth development programs and are serving young people who can be defined as "the most disadvantaged," based on their having problems that are profound, many and varied. The four vocational training programs serve both at-risk youth and adults; one of them is reaching the seriously disadvantaged.

Programs Exclusively for Youth

"The kind of client that we used to serve, who only needed job search, is just not out there any more.

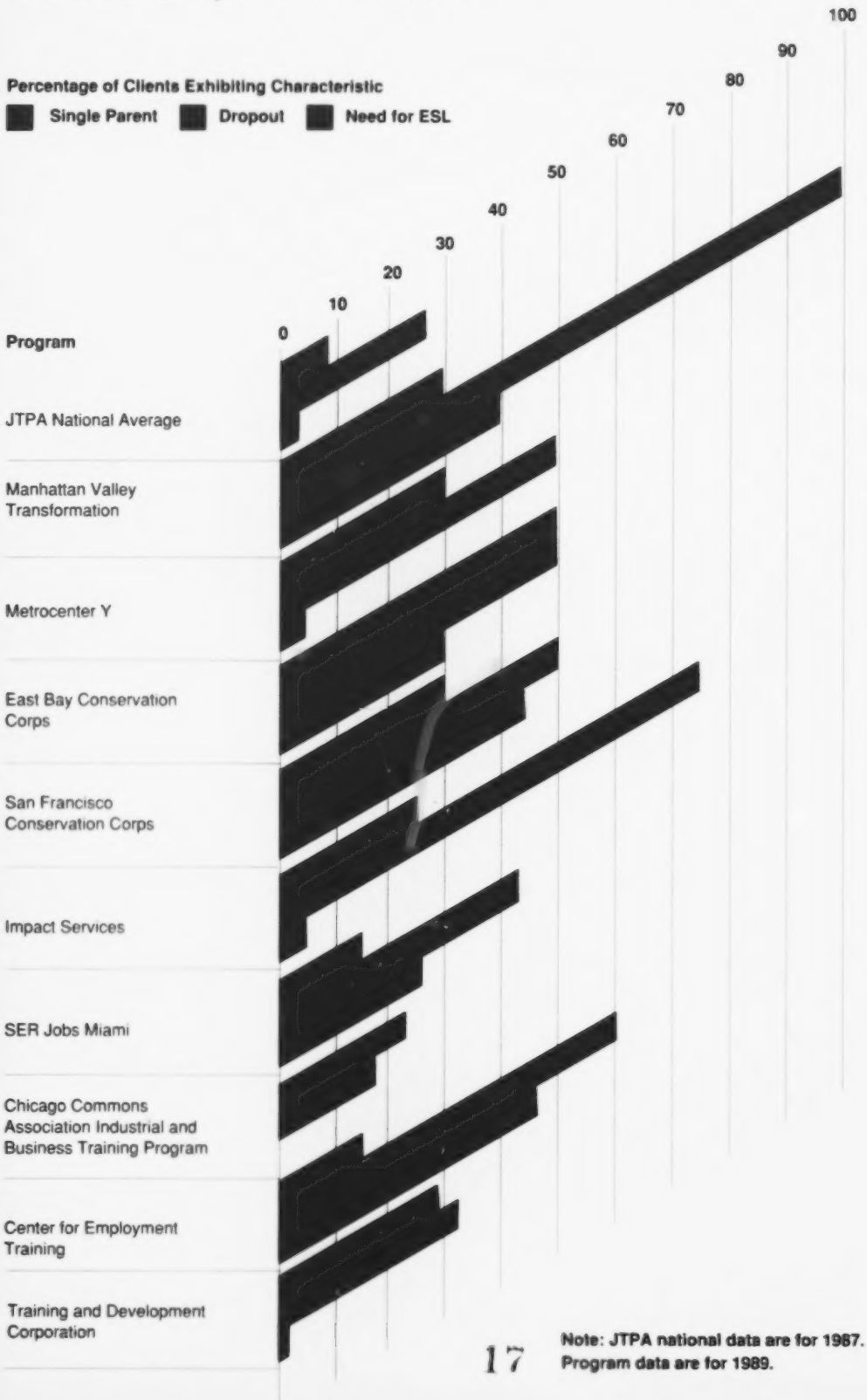
The Manhattan Valley Program Transformation in New York City, the East Bay Conservation Corps (EBCC) and the San Francisco Conservation Corps (SFCC) are all committed to serving youth with serious barriers to employment. In all three programs, more than half of the participants are dropouts (in Manhattan Valley Program Transformation, all youth are dropouts); more than three-fourths live at or below the poverty level; between a quarter and a third are single parents; most have extremely low reading levels, and about 30 percent need ESL services.

Staff from each of these programs say that many participants are involved with drugs in some way, either as casual users, recovering addicts or as small-time dealers. Transformation specifically targets youth who are in or have recently aged out of the foster care system. All three programs say that JTPA funding and performance standards would cause them to screen out the youth they currently serve, and would not allow them to provide the quality or duration of services they currently offer (nine months for Transformation, and up to three years for SFCC; EBCC is open-entry, open-exit).

The Metrocenter YMCA Youth Division in Seattle (Metrocenter Y) targets teen parents, high school dropouts and high-risk minority males. The program is known for attempting to provide services to every youth who comes through their doors, even active substance abusers. They are also known for "open entry/open exit programming"--allowing youth to come in and out of their programs as often as necessary and take as long as they need to make progress and reach goals. Approximately one-third of the Y's youth division is funded by JTPA, Title IIA. The program also uses special demonstration funds for targeting hard-to-serve minority males, supplemented by other grants, earned income, United Way and support from the Y's administrative branch. This allows the Y youth program to provide services without being totally driven by performance standards.

Impact Services' Job Preparation Project in Philadelphia is known as a "program of last resort"--not only providing services to poor, highly at-risk youth within its own neighborhood, but working with poor youth around the city who have been rejected for various reasons by other JTPA programs.

Comparing the Nine Programs with the JTPA National Average on Selected Participant Characteristics



Note: JTPA national data are for 1987. Program data are for 1989.

The organization's staff reports that their PIC contract does not cover the services they provide to these youth--that their youth division operates at a deficit covered by other organization resources.

Serving At-Risk Youth and Adults

"They're poorer, they're more involved with drugs, more come from 'no parent' families and--even if they have a diploma--they're less employable."

The Center for Employment Training (CET) in California enrolls severely disadvantaged youth (about one-third of all enrollees) in its open-entry/open-exit occupational training programs, which are funded by JTPA. They run from six to nine months, and integrate both basic skills and counseling support into the job training. About 30 percent of the trainees are youth.

The circumstances of the **Training and Development Corporation (TDC) in Bangor, Maine,** are unusual. Clients enter the program on a first-come, first-served basis and virtually no one is turned away. But since the agency is located in Maine where unemployment is low (2 to 3%) and the population is relatively settled and homogeneous, there are fewer high-risk youth than in the other programs surveyed. TDC's typical client reads at a seventh-grade level and has some work history. Although TDC does get people with substantial deficiencies, they are in the minority. About 30 percent of the participants are youth.

Chicago Commons Association's Industrial and Business Training Program (CCA-IBTP) in Chicago also serves relatively less disadvantaged youth, and is funded by JTPA and local welfare and economic development funds. About one in 10 applicants are accepted. In 1989, 15 percent of the program's enrollees were youth, and CCA-IBTP consciously limits the number of youth who are considered high risk. Because of the demands of private-sector employers, who provide $2 million in industrial equipment and supplies, and because CCA-IBTP is the only program of its kind in the city, staff say that they must consider placement goals when selecting participants and can't afford to serve the most at risk, though all are economically disadvantaged. However, drug and alcohol abuse among applicants is a consistent problem. Two years ago, CCA-IBTP began drug testing applicants to screen out those who are in need of alcohol and/or drug treatment. Nevertheless about two-thirds of participants test positive for alcohol or other drugs.

SER Jobs for Progress in Miami restricts their youth client population (one-third of total enrollment) to those who can possibly benefit from relatively short-term training (16 weeks). Staff consider program retention and placement benchmarks when recruiting participants, but in recognition of the increasingly disadvantaged population from which SER recruits its clients, the agency recently dropped its entrance requirement for reading levels from seventh- to fifth-grade.

Who Is Not Being Served by Youth Employment Programs

Most of the programs do not accept youth who read below the third-grade level, are active substance abusers, exhibit psychotic behavior, or have criminal penalties pending. Even programs with the most liberal screening procedures admit that there are youth they cannot reach--primarily those who are totally involved in the underground economies of drugs and prostitution and those who are too aggressive and violent to adjust well to organized program activity.

Manhattan Valley staff say they sometimes get "underground" youth who have been scared off the street by a beating, shooting or overdose. However, they say that most of these youth require more resources than the program can provide.

Many program directors say they're not equipped to respond to every issue or deal with every youth. "Funding sources are not willing to invest the resources to save these kids," one said. Other program operators, however, insist on their commitment to serve the most disadvantaged. One noted the political problem: "We're funded with the expectation that we will serve the most needy--we're expected to deal with drug dependency and criminal behavior too. When we don't, the public thinks we're not doing our job."

Responding to the Needs

Serving Today's At-Risk Youth

As the result of a decade of change in demographics, in the needs of both employers and youth, and in the availability of funding, employment and training programs must scramble to help increasingly disadvantaged youth prepare for the labor market. For the most part, the nine programs reviewed for this study have not changed their basic approach to training, but instead are attempting to respond to ever-increasing youth and employer needs by:

- Placing more emphasis on basic work-related "competencies," such as reading and math skills; on preemployment skills, such as completing an application and preparing a resume; and on work-maturity issues, such as attendance, punctuality, and attitude;
- Trying to deal with the young people's personal problems by offering social services, increasing referrals to other agencies, and seeking collaborative arrangements;
- Becoming more aggressive in recruiting seriously disadvantaged youth and more creative in finding ways to retain such youth long enough for them to benefit from the program;
- Installing better management techniques, principally assessment of needs and goals, and case management;
- Seeking new sources of funding to increase flexibility in training and responsiveness to the young people's complex needs; and
- Dealing with the continuing challenge of recruiting and retaining knowledgeable and committed staff.

Basic Work-Related Skills

Every employment training program approaches its task somewhat differently, but most have had to introduce basic education and life skills components in recent years in an effort to meet more of the needs of their increasingly disadvantaged young participants. As one PIC director put it: "PICs spent seven years saying get jobs fast, and contractors did it. Now jobs are easier to get, but people don't have the skills. It will take time for contractors to adjust."

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Chicago Commons Association's Industrial and Business Training Program (CCA-IBTP) provides occupational skills training, lasting from five to 10 months, in four specific industrial areas: industrial/mechanical inspection, automatic screw machine set-up, plastic injection molding and machinery/maintenance mechanic. "The program gives participants an opportunity to master something, which is something that they have never done before. They know something, and they know that they know it." The program recently dropped its entry level reading requirement from ninth-grade to sixth-grade and added a related basic skills program to its curriculum to help raise academic levels to the point necessary to complete the skills training. More than one-fourth of current enrollees must take these classes along with their skills training.

SER Jobs for Progress in Miami provides training in the specific job skills required by nursing assistants and clerical workers, plus the work skills needed to function well in these occupations. At least one hour a week throughout the training period is spent on employability skills training and working with participants to develop critical work-related competencies and behaviors.

Recently, the clerical skills program was lengthened from three to four months (the nursing assistant program was always four months) in an effort to increase typing speeds and improve overall skills. However, staff say that the training period is still not long enough to teach social and work values or improve the attitudes and motivation of long-term welfare recipients.

SER has traditionally been a Hispanic organization. Ironically, however, its ability to serve non-English-speaking Hispanics is currently very limited, and does not meet either client or employer expectations. SER is working to correct this situation by developing new English As a Second Language (ESL) classes, since local JTPA funds cannot be used to support ESL services.

The Metrocenter YMCA Youth Division in Seattle (Metrocenter Y) is attempting to improve the basic skills of high-risk youth by asking them to work 12 hours a week toward a GED, or toward improving their academic skill level by two grades while in the program. Staff say that relatively few youth actually obtain a GED while in the program, especially now that the test includes a writing exercise most of their participants find too difficult. Evening GED classes were recently added and have increased the number of youth who get diplomas. The program also recently began using ESL techniques to teach standard reading and writing to these inner-city youth. "We should get credit for the tools we give participants: the non-measurable things that help them develop and live better lives. One program outcome, for example, should be getting or staying clean."

Youth are given opportunities to develop work-related competencies by working 20 hours a week in the three Y enterprises: **Clean City Enterprises**, which provides up to six months' experience doing maintenance work for youth who have no job histories or have had only negative work experience; **West Seattle Recycling Center**, where youth can get four months job specific training in a recycling business that serves 26,000 households across the city; and **El Fresco Vending Cart**, which provides three months' experience in small business/food preparation training. El Fresco employees (mostly the young mothers in the program) prepare and sell snacks and drinks in the downtown area and attend classroom training in marketing, sales and customer relations.

Urban Youth Conservation Corps in San Francisco (SFCC) and **East Bay (EBCC), California**, were established in the early 1980s with the idea that youth would learn good work habits through disciplined work-- making improvements to public property. Work and life skills development were threaded throughout the work components of both projects, with focus on work maturity (punctuality, dependability, motivation); work competencies (tool training, occupational safety and first aid); pre-employment competencies (career development and goal-setting); personal competencies such as problem-solving, and communication, money management, parenting, housing and nutrition.

Responding to the needs of increasingly disadvantaged youth, however, both programs have added eight hours a week of education to the 32-hour work week for all corpsmembers. The East Bay Conservation Corps (EBCC) has made particular progress in this area by developing a CCP learning center. Virtually all corpsmembers are required to work on their basic skills or toward a GED, and the EBCC learning center is developing new curricula to meet a variety of levels of need, ranging from low levels of reading to readiness for learning computer skills.

The Center for Employment Training (CET) has 30 centers in six western states, most of which are in California. It offers training in specific technical skills for specific jobs and has a unique approach to helping trainees improve their basic skills. It integrates remediation in the specific language and math skills needed for a particular job into the six- to nine-month technical training itself. "The more at risk a person is, the more they need to feel competence in a real skill for which there is an employer demand and which we can get them a job doing." CET has always served a severely disadvantaged population, but changes in the labor market have increased the need for basic and communications skills. As a result, the length of training, which ranged from four to seven months during most of CET's 23 years, has been increased to six to nine months to accommodate the need for more basic skills remediation during technical training. Training is offered in the following occupations: microelectronic assembly and bonding, machine shop tooling; machine operation; sheet metal fabrication; printing and graphics; shipping and receiving; facility maintenance; custodial; a variety of office skills including data-entry and computerized accounting; automotive specialist, childcare provider, culinary arts, security guard, light vehicle driver, combination welder, groundskeeper and farm equipment maintenance.

The Training and Development Corporation (TDC) in Bangor, Maine, is the county's SDA administrator and operates six "Career Advancement Centers" that offer comprehensive assessment and goal-setting; preparation for technical training; placement in vocational training in high schools, colleges and proprietary schools; and, upon completion, placement in jobs. It has established CCP learning centers in all its locations, so participants can develop the basic skills they may need to enroll in vocational training at postsecondary institutions. Life skills and preemployment skills are also offered in the learning centers.

Impact Services Job Preparation Project in Philadelphia requires youth to spend 140 hours in basic skills remediation (a computer-based reading and math component was recently added) and the remaining time developing positive work behavior both in a classroom setting and during a work experience component, where youth work in a nonprofit setting for 12 of the 16 program weeks. Postprogram placements are in entry-level jobs. According to staff, these are not usually jobs with career tracks; the goal of the placement is to help youth continue their work experience so they can gain confidence and begin building a work history. "Skills training is overrated; most kids don't stay on their first jobs anyway. It's more important to create generic workers."

Manhattan Valley Youth Transformation Program in New York City enrolls youth for nine months--four and a half to work on basic skills at an alternative high school, and four and a half to gain work experience. Staff make no pretense that youth can earn a GED in their basic skills program, saying four months is simply not enough time. Recently, however, they have begun creating opportunities in the program's youth development component for tutoring and practice of communications skills. Work experience takes place in small businesses in the community, and youth concentrate on learning appropriate work behavior and life skills both on the job and during other program hours. "We want to create a community that will be a vehicle for youth empowerment."

Life Support Services

A key finding of our review of the nine programs is that the amount and intensity of support--of all kinds--required by program participants has changed dramatically in recent years. A member of the Metrocenter YMCA staff indicated how some practitioners feel about these changes when she said; "We used to provide support services like bus tickets, uniforms and work boots. Now we spend money on drug counseling, food, housing and other necessities of life." Several programs reported that they have added "anger management" components

While the programs don't supply the same level and type of support for participants' needs, every one of them agreed that, to varying degrees, they are being challenged daily to provide "*life* support services" for participants. How programs spend these dollars is, again, very much dependent on their funding mix, program history and philosophy.

Adding Support Services to Work and Training Programs

Urban youth corps were built on the philosophy that public service, leadership development, work and discipline are the "treatment" for youth who needed "support" to make it in the work force and in society. This philosophy has not changed, but in recent years, as one SFCC staff person said, "We are finding that today's corpsmembers need a lot more than hard work." Corps are finding increasing numbers who need drug treatment, child care services, basic skills education, housing, emergency meals, help with immigration issues, or a trained counselor to talk to.

Both corps we reviewed are developing their capacity to deal with these needs. In 1987, both applied for and received grants from the Public Welfare Foundation to develop "Corpsmember Support Programs." These grants allowed the corps to hire staff to work directly with participants.

The two corps have taken different approaches to their support programs based on their perception of corpsmembers' needs. EBCC has hired a licensed family counselor who in addition to doing general counseling and referrals, is helping corpsmembers work through recurring psychological problems that may be barriers to their success in the corps and in society; and is training staff to be sensitive to multi-cultural issues. EBCC has also hired a Spanish-speaking counselor.

At SFCC, a community activist works with members one-on-one, but is also very involved in advocating for their needs in the community. Housing is a big issue for SFCC, which has found that many corpsmembers have had to leave home before they are ready for independent living. Through the Corpsmember Support Program, SFCC has developed an agreement with the Mission Development Housing Corporation to provide corps-sponsored housing.

While these support initiatives are young and represent only a minuscule portion of the programs' budgets (2 to 5%), both corps say that they have made fundamental changes in their programmatic approach that allow them to more fully and effectively intervene on behalf of their participants.

CCA-IBTP has also adjusted to an increasingly at-risk population. While it has always provided participants with support services, such as stipends and general counseling, the primary focus has traditionally been training. Several years ago, however, the program began to see an increasing

incidence of drug-related problems among participants. Serious drug-users are not accepted for training, but an in-house drug counseling group has been started to deal with youth with less serious addiction (currently about 25 out of 200 participants take part). Since then, CCA-IBTP has incorporated additional services into its program--including nutrition counseling and other health-related services, and economic and budgeting assistance. These services were put into place either by referring youth to outside service providers or bringing in providers to address trainees. Nutrition services were added because staff noticed that participants had very poor dietary habits--a typical breakfast for many youth was cake and a diet soda. "This would provide a short-lived--until mid-morning--caffeine and sugar high, but would later result in sluggishness and lethargy that could not be tolerated around the shop machinery," the director said.

"We used to provide support services, like bus tickets, uniforms and work boots. Now we spend money on drug counseling, food, housing, and other necessities of life."

Supplementing Traditional Support Services

The other six programs each have a tradition of providing support services to participants. Most still provide at least some of the familiar services that have always been associated with employment and training programs: counseling and referrals to outside services; token stipends for participants while they are in training; and transportation assistance. Increasingly, however, some of the programs--especially those that target seriously at-risk youth--are providing new "life-support" services, such as housing, day care for children of single mothers, food, professional psychological services and referrals for alcohol and drug treatment, nutrition education and other medical care.

"We are finding that today's corpsmembers need a lot more than hard work. They need drug treatment, child care services, education services, housing, emergency meals, help with immigration issues and sometimes a trained counselor to talk to."

Comprehensive Services

The **Metrocenter Y** project provides comprehensive "life support" services, including intensive counseling, day care services, housing and support for drug-addicted or recovering youth.

Staff professionals provide *general counseling and case management*, and a contract counselor deals with the grittier issues of drug and alcohol dependency. As a way to provide more one-on-one support for troubled participants at a time when budget constraints prevent the hiring of additional counselors, staff recently recruited older women in the neighborhood to act as *mentors* for young pregnant women in the program. They are currently planning to establish a similar program for male participants. While counseling support at Metrocenter Y has become very strong, staff still feel they need a full-time, in-house psychotherapist to work more consistently with very troubled youth, especially on such issues as "managing anger."

Metrocenter Y also provides referrals to day care, but these services are insufficient to meet the demand, something project staff say keeps more young women from taking advantage of the program.

Since the project accepts active drug-users, *referral and recovery support for addicts* is very important. Staff are surprised when people marvel at their service to drug-users. According to one staff person, "when you work with the harder-to-serve, especially minority males, you will get some drug-users." But one counselor adds that "some youth are halfway

through the program before they admit they need help." Metrocenter Y tries to support these young people until they ask for help. Counselors keep in touch with them on a daily basis, and allow them to "hang out" at the Y and remain employed at one of the Y enterprises "though their work behavior is terrible;" of course, they are also encouraged to seek treatment. Youth who are in recovery participate in a support group. Staff feel they could do much more with addicted/using youth if they had on-site, out-patient drug treatment, and are thinking of moving in that direction.

"When the PIC says they want you to work with the harder-to-serve, especially minority males, you will get some drug-users."

According to Y project staff, housing is a very big problem for poor youth in Seattle. More and more youth from dysfunctional families are ending up on the street; in addition, many youth come to Seattle from other cities on the West Coast and from the Midwest. Because the city has only a 3.8 percent vacancy rate, landlords can afford to be very choosy about rentals. The project provides *free transitional housing* at the Y for 60 days and *help with rent:* loans against salary or sometimes outright grants so that youth can pay first-month rent and security. Money for grants comes from an award the project received from the Federal Emergency Management Act (FEMA) last spring.

In looking for a more permanent solution to the housing problem, the Y is *developing new housing for youth* by rehabilitating 15 units (with city HUD and city money) that it can make available to participants. Young mothers and their children are the primary targets. They are also considering going into the boarding-house business, providing housing to participants who could live together "family-style" with on-site caretakers.

Staff laugh when they see the Metrocenter YMCA youth division budget, which shows that only 4 percent of project income is spent on support services. They know the figure is many times larger than what they are allowed to spend for services under their JTPA contract; it includes the Y's support, and large in-kind contributions that allow them to serve such a high-risk population. Staff estimate that they are currently spending about three times as much on support services as they did just a few years ago, and they don't expect this trend to stop.

Counseling and Referral

At **Manhattan Valley Transformation**, most participant support is in the form of counseling and referral services. All staff in the Transformation project are trained counselors, and a licensed psychologist and clinical social worker are on staff full time to provide therapy/counseling and managing caseloads. "Young people really want someone who cares about them," said one staff member.

The in-house counseling component provides a safe place to talk for project youth, who are frequently victims of abuse, or involved with drugs. Counselors report that youth have extremely low self-esteem and negative attitudes toward work and authority. Outside referrals are made for intensive therapy, housing, public assistance, prenatal and other health care. The project director estimates that about $60,000 are spent on providing these services every year--about one-third of the Transformation budget.

At **SER Jobs**, 50 percent of participants need referrals for child care, and many need counseling and referral to other services. Staff counselors

spend most of their time discussing employment-related issues, attempting to keep youth in the program, or building their self-esteem. Referrals are usually made for health and medical services, including drug counseling. However, youth with serious drug problems usually leave the program early. Staff see a need for more intensive counseling--especially in the areas of values development and psychological health. However, the JTPA-funded occupational skills program limits the proportion of the budget that can go to support services (about 11%).

"We need more intensive counseling work to be done with participants--especially in the areas of values development and psychological health; even anger management."

Impact Services has also increased its capacity to do counseling and referral. Staff try to do as much in-house counseling as possible--the organization has 12 counselors to provide one-on-one assistance. Most counseling is designed to help youth avoid drug and alcohol abuse, AIDS and pregnancy, and build their self-confidence/self-esteem. Referrals are usually made for psychological services and drug treatment. Staff complained that with the explosion of the crack problem, there are fewer places they can send kids who need help with addiction. "Often, the kids we refer are not hurting bad enough to get treatment, which only makes their problem worse in the long run." said an Impact counselor.

"There just aren't enough places to send kids who need help with addiction--often the kids we refer are not hurting bad enough to get treatment, which only makes their problem worse in the long run."

TDC clients are all eligible for the traditional support services--transportation assistance (bus passes, brokered use of the Community Action Agency's van, help with car repairs and insurance), child care assistance, clothing, dental care, eye care, other non-Medicaid-covered medical care, and counseling by their TDC case manager. In addition, clients get uniforms, occupational books/supplies, occupational tools and tuition/fees for trades training.

CET clients receive personal counseling from their job trainers over the course of training. The technical trainer is expected to develop a relationship with the trainee during their seven-hour days together, and know what personal problems might affect their ability to learn. The trainer works with the CET Support Counselors to help the client get the housing, food, public assistance, clothing, legal assistance and transportation he or she may need. For the first time in its 23-year history, CET is also providing temporary housing: it rehabilitated an old motel to house 10 clients and their families during training and for three months after placement.

Coordination with Other Services

Given youth's wide range of support needs, and the availability of many services in the community, "coordination" has become a popular notion. Operators of the programs reviewed for this report were asked what the new emphasis on coordination has meant for them.

Programs in states or communities that mandate coordination between welfare and employment training programs report that their young participants who are receiving public assistance have relatively easy access to services provided by the welfare agency. But all the program operators reported that other kinds of *formal coordination* mandated from above are mostly rhetoric, not substance. Many programs cite "disinterest," "turf issues," "conflicting and competing requirements of public agencies," and "meaningless treaties" as the result of mandated agency coordination.

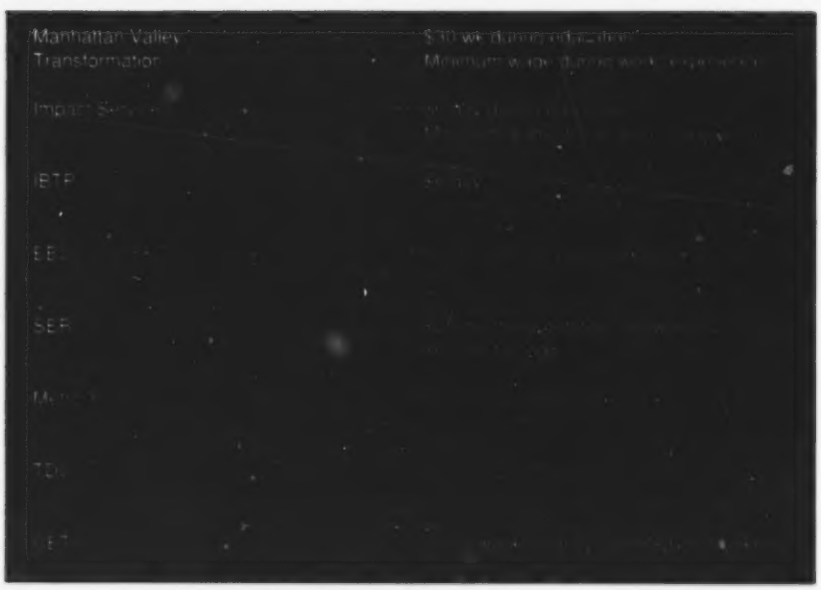
Metrocenter Y staff give the following reasons such coordination is difficult: territorial issues, financial issues (working out how payment for services is handled), logistical issues (fitting the participant into the receiving organization's process), setting priorities (the other organization may not agree with what Metrocenter Y sees as a treatment priority), and communications (making clear the needs of the participant, and the requirements and capabilities of the receiving organization).

Informal coordination, on the other hand, continues to be the successful strategy it traditionally has been. According to the director of TDC, "Coordination is, in fact, what the case manager does to get the client to the front of the queue in the service center; it's the relationships we develop with individual members of the PIC and the various other boards we sit on."

SER staff even feel that informal coordination is preferable: "A system can become too rigid if there's formal agency coordination; it becomes a paper chase and reporting hassle."

TDC and CET increasingly reach ad hoc agreements with other agencies to provide services from their own budgets. For TDC, these agreements range from participants using the local community action agency's bus for transportation, to coverage of a client's tuition through an educational institution's Pell grants or scholarship funds. CET arranges for a client's basic food, clothing, shelter and transportation by referrals to local agencies. The counselors are active advocates for their clients with these agencies, and also tap sources of volunteer services among attorneys, landlords and churches. At SFCC, the support specialist, a long-time community activist, says "I can pick up the phone and get anything our kids need."

Compensation for Youth Provided by the Nine Programs



Attracting and Retaining Youth

Most of the program staff interviewed for this study told us that recruiting and enrolling seriously disadvantaged youth is one of their biggest challenges. All agreed that the key attraction for poor youth is immediate income, either a job, or some type of stipend or allowance during training.

Efforts to get pertinent information to youth include traditional methods, such as the media, flyers and agency referrals. However, all the programs agreed that aggressive, street-level recruiting is becoming more and more critical to attracting high-risk youth. They cited the following recruitment methods as particularly fruitful:

"Youth know where all the other youth are, and if you have a good program, they tell their friends and family."

- *The personal touch*: "You are trying to attract youth who have seen every system fail them," said a Manhattan Valley Transformation staff member. "Your program needs to be credible and youth need to feel that you care about them." This caring is demonstrated by staff who "go out to get them." Metrocenter Y sends staff out to do old-fashioned street work, recruiting participants at welfare offices and in public housing projects. CET staff recruit farm workers "in the migrant camps, in the fields, at flea markets and food stamp distribution centers."

"It's hard to compete when they can make $200 a night just being a cop lookout."

- *Using participants*: Many programs say youth themselves are the best recruiters. If youth have had good experiences with a program, they tell their peers. East Bay sends uniformed youth to shopping malls and other "hangouts" to talk to young people about joining. The Metrocenter Y depends greatly on its reputation, spread mostly by current and former participants. "Youth know where all the other youth are, and if you have a good program, they tell their friends, family." Most programs report that referrals from former clients are responsible for a major portion of their applicants.

- *Gang work*: Several programs get in touch with gang members on their own turf. Staff say they are reluctant to leave their territory, their rules and their culture. "We're battling the underground ethos and economy," said one staff member. "But we try to point out to them that there are no old gang members."

- *Visibility*: At the youth corps, youth in highly visible uniforms working outdoors on community service projects are often "magnets" for other youth looking for something to do.

- *Driver's education*: Impact publicized its offer to help enrollees get their driver's licenses and, for the first time, met and slightly exceeded its youth enrollment goal.

- *Case management*: The TDC director said, "Case managers have to be aggressive and creative in reaching out to potential clients. And greater visibility and activity on the part of case managers in the broader spectrum of social services means cross-referrals from programs and organizations providing primary social services."

Attrition Issues

The programs report that most attrition occurs shortly after youth enroll, as they begin to learn what the program is about and what it requires of them. In the occupational training programs, attrition is virtually nil during the six- to nine-month courses. (At TDC, the training period can be as long as two years.) All the youth who finish occupational training are placed in jobs paying from $5 to $8 an hour.

The youth development programs, which aim to serve youth who are not ready for occupational training, also experience the heaviest attrition in youth's first month of enrollment. The average length-of-stay is three to five months and there is little emphasis on job placement as a program goal. The major reasons for attrition identified by these programs are money and commitment.

The major reasons programs have difficulty holding on to youth are the same reasons they have difficulty retaining staff: money and commitment.

Insufficient pay. Compensation for participants in training varies widely, as shown on page 28. Regardless of how much money youth receive, it is frequently not enough to hold them. Impact Services staff say, "Those most likely to drop out are young males who have been involved in drugs and other illegal activity and find the streets easier and more lucrative than our program." Other programs say that youth usually drop out to take jobs that pay better.

"Those most likely to drop out are young males who have been involved in drugs and other illegal activity and find the streets easier and more lucrative than our program."

Lack of motivation, discipline and commitment to training. These are also major reasons for many youth dropping out or being terminated involuntarily. At SFCC, staff say that at least one-third of participants leave because they can't adjust to the corps' discipline (limits on absences and lateness; behavior rules), which staff consider a key part of their program. Even in programs like Manhattan Valley Transformation and the Metrocenter Y, where rules are not as strict, youth have difficulty dealing with authority and demands for performance. SER staff say the smallest things--including rain--keep participants from coming to training; excessive absences mean reductions in stipends, which in turn may lead to dropping out.

Retention Strategies

Programs have tried many strategies to improve their retention rates. Staff of the nine programs we reviewed found the following strategies to be helpful:

- *Monetary incentives.* In the corps programs, these include cash bonuses or scholarship entitlements for youth who remain in the program for three, six or 12 months; coupons for goods from local merchants as rewards for achieving certain benchmarks in a corps program; and pay increases based on performance at stipulated intervals. Metrocenter Y youth can earn an extra $1 per hour while in training, and get loans against earnings, free lunches and bus tokens.

- *Support services.* All the programs have increased the support services they can provide by increasing their ability to do personal counseling and by making referrals to other agencies for therapy, housing, public assistance, prenatal care--anything that will help a young person deal with problems that are making it difficult for him or her to continue in training.

- *Job guarantees.* CET guarantees all youth who successfully complete the program a job involving the technical skills in which they were trained. Trainees stay in training until they are placed. They know they are being trained for a specific job paying at least $6 an hour; CET assumes responsibility for getting them such a job when they complete training. CCA-IBTP puts 90-95 percent of all completers to work. Participating employers regularly visit the shop floor to remind trainees that they are waiting for them with jobs paying $6 to $7/hr to start.

- *Group support.* Manhattan Valley and the urban corps emphasize group cohesion and dynamics to build the spirit and support among participants--cohesion designed to encourage youth to stay in the program.

- *Recognition.* Press attention, publicity, even comments from passersby are found to be strongly self-affirming for young trainees. Most programs capitalize on this notion with such devices as uniforms, awards, service stripes, graduation ceremonies, awards for performance, promotions, making presentations to peers and visitors, and the like.

- *Trips.* Both the youth corps and Manhattan Valley Transformation have found excursions outside the city to have strong attraction for youth, many of whom have never been outside their own neighborhood.

- *Case management.* TDC attributes its very low attrition rate to the fact that each participant's capacities and goals are carefully assessed at the beginning of the program, a goal-directed service plan is worked out, and consistent support is provided throughout training. "With a service path that people understand up front, with clear expectations and good response from the system, people stay in the program." CET also attributes its low attrition/high completion rates to its goal-oriented training, during which a client's personal trainer stays with him or her every step of the way, dealing with both training-related and personal problems.

Management Techniques

Most of the programs we reviewed recognize the need for better methods of directing and tracking clients through the components they offer. Such a process has come to be known as case management, a term that has different meaning for different people--in practice as well as in theory. According to one formal definition, "case management is a set of logical steps and a process of interaction within a service network that assures that a client receives needed services in a supportive, effective, efficient, and cost-effective manner" (Weil, Karls, 1985). While most programs have taken the first step necessary in case management--assessing the needs of their clients--very few have implemented a comprehensive system.

Assessing Youth's Needs and Goals

Labor market demands for skilled workers and the multiple needs of today's participants have convinced most practitioners that they need an accurate assessment of participants' skills, aptitudes, interests and social needs so that appropriate services can be provided. In fact, JTPA requires that all its grantees provide individualized skills assessment.

The nature of the assessment process and the tools used by the nine sample programs varied according to the type of training offered and the general needs of participants. Programs that offer basic skills development and general work experience to high-risk youth depend primarily on personal interaction between staff and participants, supplemented by more formal instruments. Programs that do occupational training and, in general, serve a less disadvantaged population, have formal assessment procedures, supplemented by discussion with clients.

CET is an exception. It does not assess entering clients at all. The area of occupational training is entirely the client's choice. "We check their progress every two weeks," staff said, "and rarely have to make a change."

Informal Assessment

SFCC, whose major focus is on giving young people general work experience, building self-discipline, and teaching community service and good citizenship, generally have a fairly informal assessment process. Interviews with corpsmembers and observations by staff are considered just as important in determining attitude and motivation as more formal "tests". However, since the education program is still being developed, staff admit that disappointing placement results indicate they must do a better job of diagnosing participants' basic skill deficiencies and providing individualized attention. They are currently looking into the CASAS assessment system, which evaluates basic functional work and attitudinal skills, and prescribes specific program interventions for addressing deficiencies.

Metrocenter YMCA, Impact Services and Manhattan Valley staffs spend time in one-on-one interviews with participants to identify personal barriers to success and any family, health or other problems that require attention.

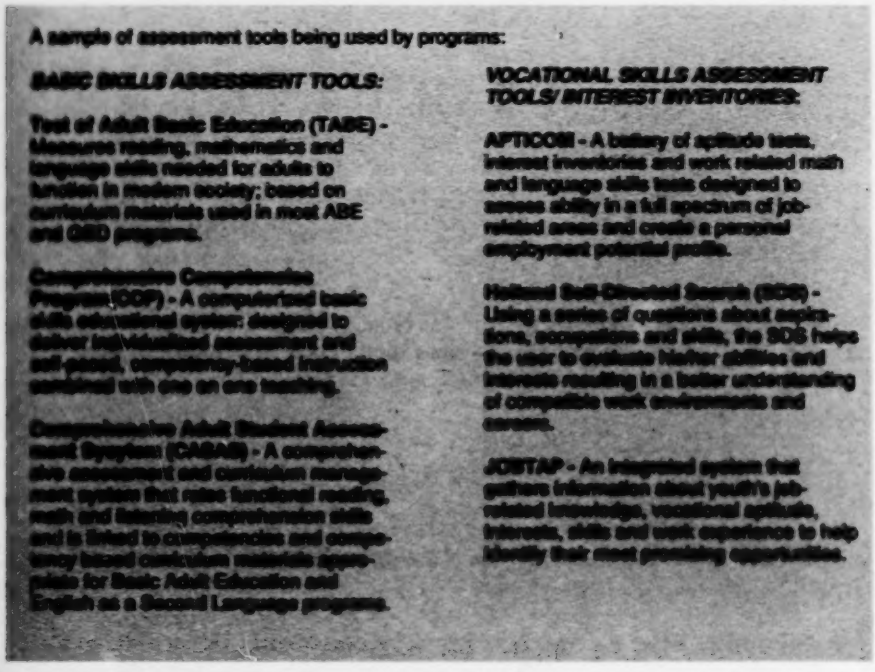
Formal Assessment

In addition to informal interviews, **Metrocenter Y** uses CASAS to determine basic skills deficiencies. **Manhattan Valley Transformation** does a psychological evaluation of every participant; where appropriate and available, staff request psychological records from outside agencies.

At **East Bay Conservation Corps**, where participation in the Learning Center is a central part of the program, an academic skills assessment using Comprehensive Competencies Program materials is given to corpsmembers to determine their level of basic skills, life skills proficiences, and how the Center can best meet their needs.

At **CCA-IBTP**, applicants for the technical skills training programs are given the Test of Adult Basic Education (TABE), to assess academic skill deficiencies, and the Job Training Assessment Program (JOBTAP), which measures vocational aptitude, interests, skills and work experience, and helps determine individuals' most promising job paths. According to staff, applicants whose test results show no interest or aptitude for particular industries will meet with a counselor and may not be accepted into the program.

TDC's goal is to prepare participants for acceptance into skills training programs, so it considers assessment the foundation for everything it tries to do for clients. All clients take the TABE test and the APTICOM Vocational Assessment, which measures individual aptitudes, job interests, and language and math skills, thus creating an employment-potential profile. Other tests are also available for administration on an individual basis: the Holland Self-Directed Search for identifying interests; the Strong Campbell Ability Test; the Eureka Skills Inventory for conducting a skill-transferability analysis; and the Isabel for matching workers with physical limitations to jobs. Once participants complete assessment, they are required to attend a "Career Exploration Workshop," where they review results and begin identifying potential career and employment opportunities.


A sample of assessment tools being used by programs:
BASIC SKILLS ASSESSMENT TOOLS:
Test of Adult Basic Education (TABE) - Measures reading, mathematics and language skills needed for adults to function in modern society; based on curriculum materials used in most ABE and GED programs.
Comprehensive Competencies Program (CCP) - A computerized basic skills educational system designed to deliver individualized assessment and self-paced, competency-based instruction combined with one on one teaching.
Comprehensive Adult Student Assessment System (CASAS) - A comprehensive assessment and curriculum management system that rates functional reading, math and listening comprehension skills and is linked to competencies and competency based curriculum materials appropriate for Basic Adult Education and English as a Second Language programs.
VOCATIONAL SKILLS ASSESSMENT TOOLS/ INTEREST INVENTORIES:
APTICOM - A battery of aptitude tests, interest inventories and work related math and language skills tests designed to assess ability in a full spectrum of job-related areas and create a personal employment potential profile.
Holland Self-Directed Search (SDS) - Using a series of questions about aspirations, occupations and skills, the SDS helps the user to evaluate his/her abilities and interests resulting in a better understanding of compatible work environments and careers.
JOBTAP - An integrated system that gathers information about youth's job-related knowledge, vocational aptitude, interests, skills and work experience to help identify their most promising opportunities.

Case Management

The need to stay close to and track youth throughout a program is recognized by all programs we reviewed. However, they have chosen to respond to this need in different ways:

"There is no strict pattern for kids. You have to start with each person individually. We've had to become more formal in our case management approach: more vigilant in documentation follow-through because of the increased needs."

- Both urban corps programs see case management as one of the next key steps in developing the capacity to deal more effectively with the total needs of participants. EBCC is developing an MIS system.

- Psychologists on staff at Manhattan Valley Transformation apply case management techniques from the mental health field to the "caseload." "There is no strict pattern. You have to start with each person individually. We've had to become more formal in our case management approach and more vigilant in documentation/follow-through because of the increased needs."

- At Impact, staff say that their PIC contract requires service plans for each participant and a case management process to carry them out. But they acknowledge that their system is not as strong as it should be, especially where coordination and monitoring of plans are concerned.

- Neither SER Jobs or CCA-IBTP have formal systems, both expressing the desire to deal with participants' issues as they arise rather than using program time and resources to create a "system" that could become cumbersome.

- At CET, the case management function is performed by each client's trainer, who draws on other CET resources for additional counseling and referral to other services as necessary.

- TDC has put a comprehensive case management system in place. Staff say that, over the past three years, "the system has grown steadily in response to our frustration over what was happening to our clients. There was a lot of rhetoric about service but outcomes for clients weren't good." TDC staff believe implementation of case management as a delivery system on a broad scale, can help the job training system become more competent and responsive.

The TDC case management system assigns eight key functions to the case manager, who is responsible for working with a client from recruitment through training, placement and follow-up:

- *Identifying Potential Participants.* Case managers reach out to potential clients and maintain high visibility with referring organizations.

- *Assessing and Diagnosing Individual Needs.* Assessing a client's strengths and weaknesses is the first step in developing a service plan and determining resource needs.

- *Developing a Service Plan and Identifying Resources.* A service plan for participants clearly establishes goals and objectives jointly determined

with the client; outlines specific activities that must take place to reach those goals and objectives; identifies resources that must be engaged; determines time frames for completion of activities and costs associated with obtaining services; and identifies potential barriers to service delivery.

- *Linking Clients to Needed Services.* TDC makes formal and/or informal agreements with service-providing organizations; and serves as an advocate and service broker to ensure that participants get the services they need.

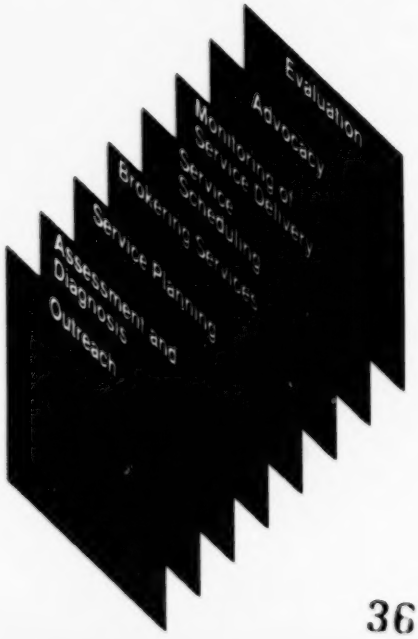
- *Delivering and Coordinating Services.* The sequence and coordination of services are timed in accordance with the participant's service plan.

- *Monitoring Service Delivery.* TDC maintains close contact with both the service provider and the client.

- *Acting as Advocates.* The case manager speaks on behalf of participants to ensure fair treatment and the highest quality service.

- *Evaluating Cases.* TDC evaluates cases on a routine basis as clients progress on a service path, in order to adjust programming and service decisions.

TDC's case management system is computerized to make managing a participant's movement along the service path more efficient and effective. According to a TDC Vice President, "we have high retention, low attrition, and high placement rates primarily because of the depth of assessment, the quality of service planning and follow-up, and the support people get throughout."



Training and Development Corporation Case Management System

Funding Sources

Most of the programs reviewed for this report are confronting the fact that JTPA funding is sometimes inappropriate or insufficient to help programs meet the complex needs of today's at-risk youth. Since, as one project director stated, "JTPA was not designed to deal with everything," we talked with programs about how they were paying the bills that came with providing services to this population.

Three of the programs--Manhattan Valley Transformation, EBCC and SFCC--have chosen to use little or no JTPA funding, thus avoiding the performance standards that make it difficult for youth development programs to serve high-risk populations.

According to Project Transformation staff, "JTPA is too restrictive; we need the time and flexibility to be creative in programming for these young people." At East Bay, where JTPA funds made up approximately 3 percent of a $4 million budget in 1989-90, the executive director says she does not even want this small amount again: "JTPA's focus is on placement, which is totally counter to everything the corps is about."

These programs--as well as the other six, which all supplement their basic JTPA funding--have found the following additional sources of support:

Other Public Funding Sources

Non-JTPA federal programs. Metrocenter Y uses grants from the Federal Emergency Management Act and HUD to provide housing services. Over the past three years, SER has been using Wagner Peyser Act funds to do direct placement of out-of-school, minority youth, and is currently serving 150 youth a year in this capacity.

State funding. The California "bottle bill" (Bill 2020 administered by the Department of Conservation) supports the urban corps' litter abatement, recycling and environmental work, and makes up 49 percent of EBCC's and 30 percent of SFCC's current budget. Other state sources include the appropriation for the California Conservation Corps and community development dollars, which pay the corps to perform pubic service work.

As the administrative entity for its Service Delivery Area (SDA), about half TDC's budget is covered by federal JTPA funds. The remainder of its funds come from the state Departments of Labor and Human Services.

Local tax money. Because the Transformation project is funded with tax levy funds from the New York City Department of Employment rather than the Department's JTPA dollars, their contract, while performance-based, involves less stringent placement performance requirements than do most JTPA-funded programs; only 20 percent of the contract is based on placement.

CCA-IBTP covers nearly half its budget with funds from the Department of Welfare and the city's Department of Economic Development.

Non-public Funding Sources

Foundations and corporations. Over the years, the two urban corps projects, both of which started up with some foundation funding, have come to depend on a wide variety of other funding sources. Foundation funding at both corps has decreased significantly over the years (7 to 10 percent of each program's revenues). According to staff, "Foundations are more interested in funding start-up than in funding ongoing operations."

SER has begun to look to the private sector to supplement its primary JTPA funding. A recent grant from United Parcel Service for an ESL learning center is an example.

CCA-IBTP receives $150,000 in foundation funding, and all equipment and supplies used in training are donated by business. CET is also provided with equipment and supplies by the employers for which it trains.

The parent agency. The Seattle YMCA provides a funding cushion for the Metrocenter Y youth division, permitting it to provide at-risk youth with services beyond what JTPA funds would allow; however, the Y program has worked hard to diversify its funding base beyond their own resources.

Earned income. At East Bay Conservation Corps, fee-for-service contracts make up half of the program's budget. Such contracts account for only 7 percent of the San Francisco Conservation Corps budget, due to San Francisco's budget deficit.

The Metrocenter Y youth division budget is supplemented with earned income from its three business enterprises. Revenues from Clean City, El Refresco, and West Seattle Recycling contribute approximately 25 percent of the youth division's operating dollars.

Impact Services operates four business enterprises--energy conservation for low-income residents; housing acquisition, renovation and sale; science kit production; and records storage and management--primarily to provide "try-out" employment for participants. Although the businesses' ability to contribute to the operating expenses of Impact programs is limited, developing them to the point of self-sufficiency is part of Impact's future funding strategy.

Attracting and Retaining Staff

Finding and keeping appropriate staff and, to a lesser degree, providing them with the training necessary to do their jobs, are problems facing most of the programs we reviewed. CET and TDC, both occupational training programs whose clients have low attrition and high placement rates, have the least problem recruiting and retaining staff. Many of the CET staff have been on board since the program's inception 23 years ago; most have been at CET 10 years or longer.

"This is not a job, it's a mission."

The urban corps attract committed staff, but cite the following factors as contributing to the weak attraction and holding power of programs that serve today's high-risk youth: low salary levels; the need for varied skills and strong personal commitment in the face of intense frustration; burnout; and insufficient time and funding for ongoing training.

Low Salary Levels

"Today's social work students are scared of our participants and our community. Sometimes when they come for interviews, they see where we are located and keep on driving."

Most program operators attributed at least part of their difficulty in attracting and retaining staff to low salary levels. Regardless of the part of the country, comparable jobs in other sectors pay from 7 to 46 percent more than positions in the programs we interviewed (see table on page 39).

At SER, where instructors are public school teachers and are paid accordingly, they have the same problem that faces the public schools: attrition caused by teachers leaving public education for the private sector. At Impact Services, most long-time staff work a second job so they can continue working with the organization.

Few programs pay staff salaries that are competitive with those in the private sector. Not surprisingly, programs that pay competitively have little difficulty finding or keeping staff.

Even in programs where staff felt they were adequately paid, they commented that salaries were not high enough to attract people not completely dedicated to this type of work. The director of Manhattan Valley Transformation points out that most people want job security: "With year-to-year funding, it's difficult to provide that."

The Necessity for Commitment

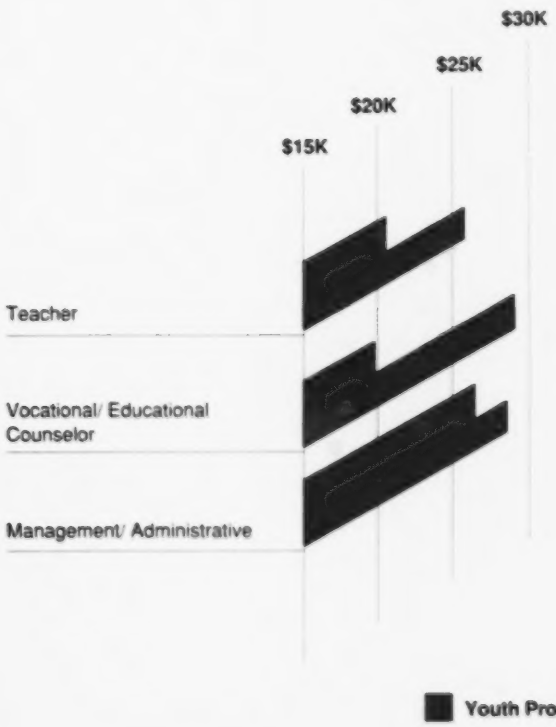
Finding people who are interested in and committed to working with at-risk youth is a challenge. Programs are finding that they either can't recruit enough committed people, or that those they recruit don't stay long.

Impact Services expressed the highest level of frustration. Historically, the program has recruited most of its staff from area social work schools. However, the executive director says that in the past seven or eight years, more and more of these students are going to work for private agencies. Impact has become a tough sell, due not only to the salary, but also because many potential employees don't want to work in the very depressed inner-city community where Impact is located. Even students who do internships at Impact don't want to stay on for permanent positions. "Today's social work students are scared of our participants and our community," the director says. "Sometimes when they come for interviews, they see where we are located and keep on driving."

The director of Manhattan Valley feels fortunate to have had a fairly stable core staff for a number of years. However, he acknowledges that when people leave, it's hard to find committed staff to replace them. He makes the demands of the work very clear up front and this often scares potential employees away. The needs of participants are so pressing that he tells applicants, "This is not a job; it's a mission."

EBCC finds it particularly difficult to find minorities who are both committed to and interested in environmental and conservation issues. Minority staff are important to the program because of the number of minority participants and the corps' commitment to diversity. The director is trying to get its black corpsmembers to take an interest in the environment. "If we can get them to see their community as their environment, we might have a chance."

Other programs that serve large proportions of black and Hispanic youth also emphasize the importance of having staff from minority groups. But, as one director noted, "Ten years ago, a lot of skilled, bright minorities went to CBOs as the first step in their careers. Now, less-skilled people are entering the field, and the brighter ones are going right into business."



Youth Program Salaries Compared to National Averages, Selected Positions

Source of data for national median earnings: U.S. Department of Labor, Bureau of Labor Statistics, Bulletin No. 2340; August 1989.

Burn-out

Everyone acknowledges that working day in and day out with high-risk youth can be very intense, and staff who work most closely with these youth have the highest turnover. While many program directors feel they can't do much about the "hard-work, low-pay" jobs they have to offer, they are looking for ways to reduce burn-out.

"Ten years ago, a lot of skilled, bright minorities went to CBOs as the first step in their careers. Now, less-skilled people are entering the field, and the brighter ones are going right into business."

At East Bay, staff are currently conducting a survey of former crew supervisors to determine what can be done to make the job less grueling. At Metro Y, staff have full use of the sports facilities. Other projects have increased the frequency of retreats and staff meetings to help staff deal with the day-to-day stress of their jobs.

Finding Staff with the Right Skills

Particular combinations of skills and experience are necessary to meet the various needs of the high-risk population that today's programs are serving. But this mix is often hard to find.

For example, SFCC has difficulty locating work supervisors who are physically able to participate with corpsmembers in rigorous daily physical training; who have a specific skill that they can teach to help raise the marketability of participants; and who have the sensibilities to relate well to a variety of racial and ethnic groups. At IBTP, staff are technically very skilled (they are usually retired craftsmen or teachers) but have little expertise in teaching the competency-based basic skills that have been added to the programs.

The directors of both Impact and Manhattan Valley talk about their difficulty finding staff with "broad skills" for dealing with youth, and the flexibility and willingness to play a number of roles. Both directors say that these characteristics are more important than degrees and educational background. The director of Manhattan Valley says that he "hires staff with Ph.D.s and with no degrees at all," and place much more emphasis on personal characteristics than technical qualifications in make staffing decisions.

TDC looks for program staff who have a combination of "educational credentials, experience in some area of social service, flexibility and creativity"--people who can walk into the program's case management system and quickly learn to respond to participant needs. TDC's vice president believes that more consideration must be given to qualifications for those who deliver services in employment and training programs. "Most states currently demand more professional certification for a cosmetologist than we do for those who plan improvements in the working lives of economically disadvantaged people," he said. "If we are to move the job training system away from administrative processing of clients and toward effective service planning and prescriptions, we must take a serious look at who delivers the services."

Inadequate In-service Training

In spite of the obvious need, only three of the programs we reviewed have a system for providing staff training. Operators of the other programs say that training is "encouraged," but most admit there is no clear system for giving staff the skills they need.

The Metro Y program staff take part in the fairly extensive professional development training made available by the YMCA. TDC arranges regular conferences and workshops with faculty from the University of Maine, and pays for staff to take courses toward a graduate degree.

CET's staff training program is intensive, and includes the following:

- A full-time staff of three in charge of staff training, accreditation and curriculum development;
- A three-day session on CET's training design and philosophy required for all staff during the first three months of employment;
- Seminars for trainers on teaching specific skills, and for clerks and intake and financial aid counselors on methods to increase efficiency;
- Three-weekend management training schools;
- Retreats and seminars for the board of directors;
- Seminars for division and regional directors on evaluation, strategic planning, goal-setting and technical training for new programs;
- On-going in-service training on substance abuse, teenage pregnancy, child abuse, family health and motivational techniques.

"If we are to move the job training system away from administrative processing of clients and toward effective service planning and prescriptions, we must take a serious look at who delivers the services."

"Most states currently demand more professional certification for a cosmetologist than we do for those who plan improvements in the working lives of economically disadvantaged people."

Afterword

Afterword

Concern over our nation's teenagers--if you judge by the number of commissions, reports and conferences, the frequency of media coverage, and the stated priorities of our public and private leaders--has steadily grown over the past decade to what can now be fairly termed a state of urgency. The relevant statistical measures, both about our youth and about the needs of employers, concretely support this growing concern. P/PV's objective in putting together this report was to get beneath the statistics and the rhetoric to document how several well-known and established programs that deal with some of these teenagers are doing, what problems they are facing, and what possible solutions they are employing and advocating.

What we found was in the main unsurprising: programs with dedicated and hard-working staff dealing with youth who come with low educational skills, no or modest work experience, few financial resources and limited confidence about their ability to succeed--the usual problems poor youth bring with them to publicly funded employment training programs. But program staff consistently told us that today's youth not only have severe deficiencies in the traditional areas, but also have basic survival problems--no housing, inadequate nutrition, mental illness, drug addiction, difficulty in controlling anger, and no adults in their lives to provide positive support or guidance. It is these additional basic problems that today's programs must first solve before they can help prepare their teenage participants for employment, economic self-sufficiency and the other demands of adulthood.

An easy conclusion to reach is that existing youth programs need more resources, and that we need to create more youth programs. The program staff we talked with say they deal with only a small proportion of the teenagers in their areas who need help, and their statements make clear that they are often unable to provide even these few with the level or array of supports that might assist them.

But the need for more resources, critical as it is, is not the end of the problem. What surfaced in our discussions with program operators were several other fundamental issues that demand equal attention.

1. The need for clarity of purpose--a "theory of action"--in providing services

The problems and needs that today's program youth exhibit have caused many programs to scramble for new funding and services. "Scrambling" sounds like a frenetic activity, and our discussions with operators confirmed that indeed it is. But the programs have little choice--they occupy the trenches, so to speak, and cannot retreat into the purified air of analysis, handwringing or blamecasting. Every day, they face these young people, whose needs and problems appear deep and endless.

But no matter how humanly compelling, merely listing the needs and scrambling for more services is dangerous for both the programs and their youthful participants. For the programs, scrambling has the potential to so dominate staff activity and organizational purpose that staff burn out and programmatic activity becomes only a reflection of the confusion and problems of participants. For the youth, the danger is that their needs will become the primary measure of their relationship to the program, rather than their growth.

Having a coherent programmatic approach does not of course make youths' problems disappear, or make services appear. But it does keep each program and its participants focused on a core group of activities and outcomes.

Most of the program staff we talked with for this report had theories about what they were doing and why. For example, the Center for Employment Training (CET) has a clear employment training theory: that the program's job is to construct training that integrates educational and job skills, allowing participants to engage in skills training quickly without a long sequence of preparatory services that focus on their deficiencies and needs; and that having participants know that completing the training will result in a decent-paying job provides the hope and motivation they need to overcome many personal obstacles the program simply cannot resolve. The Training and Development Corporation (TDC) also has a well-articulated employment training approach, which involves careful assessment and case management of services along a path that has a clear outcome of skills and a job.

Other programs we talked to had very different approaches and goals. For example, the Manhattan Valley and youth corps programs focus more on the development in youth of certain values and skills that will aid them throughout their lives, and not on more immediate job skills, or on job placement. The East Bay Conservation Corps, for example, attempts to build a "surrogate society" for youth--the kind of constructive setting that is not and has not been available to its participants--which builds connections to the outside world through education and work that serves the surrounding community. Indeed, all youth service corps are built on the theory that youth are resources to be developed, not problems to be solved.

Our discussions revealed that programs with the most clearly developed theories of action seemed to be handling the new set of youth needs and problems most effectively. For them, the stresses of staff burnout and difficult recruitment seemed less traumatic.

The development of well-articulated theories of action also helps combat the growing public pessimism that anything effective can be done for and by these youth. The recitation of a seemingly endless need for services generates public sympathy up to a point, but it also violates the deeper awareness in each of us that individual success in life is not founded on the prior satisfaction of all needs. Programs with strong theories have a better chance to define which needs are fundamental and must be met as a condition of later success.

2. The need for public funding of a variety of program approaches

Our major public funding sources do not support fundable services that are even roughly equivalent to our youth's most pressing needs. Thus housing and drug rehabilitation services, to name but two, are simply unavailable in far too many instances. But beyond limited availability, our conversations with program operators indicate that the current structure of public funding also produces a very limited range of theories of action. Yet, as noted earlier, what seems most needed are several distinct and well-articulated program approaches that can attract and assist the growing numbers of youth who are not connecting with either our basic social institutions or the labor market.

A major limiting factor seems to be too great a reliance and emphasis on one funding source--the Job Training Partnership Act (JTPA), administered by the Department of Labor--to provide support for youth programming. Some operators come close to seeing JTPA as the villain in its inability to fund all the services their youth need or to satisfy their particular program approach, rather than perceiving it as one potential funding source for a particular group of approaches and program activities. In fact, the Department of Labor has moved, through its regulatory power and in its proposed amendments to JTPA, to accommodate the needs of program operators serving more seriously disadvantaged youth. JTPA's major limitation is its inability to support work experience as a program component, a limitation arising mostly from reaction to CETA rather than from any soundly based alternative theory on how to draw youth into the mainstream of productive activities.

But Labor's own budget and mission justifiably limit its capacity to serve all the youth needs and program approaches that the operators set forth. There do exist other federal departments, such as Health and Human Services, Housing and Urban Development, and Justice, which are mainly absent from the funding sources the program operators mention, and yet seem clearly relevant to the problems and services they cite. Some programs have made use of state and local funding sources also relevant to their mission.

It is notable, therefore, that despite the many pleas for better coordination among public funding agencies, these operators see mandated coordination as unrealistic and paper-producing, having little effectiveness at street level. They perceive high-level coordination as useful only when it comes to them in the form of integrated service funding packages. Otherwise, coordinated services are, in their view, best handled by programs at middle to lower staff levels. They would rather see more and varied services available from different public agencies than more high-level efforts to produce voluntary treaties among them.

3. The need for quality program staff

Many of the program operators noted serious and increasing difficulty attracting and retaining quality staff to provide direct services to youth. Even while the urgency of drawing our youth into the mainstream is widely proclaimed, salaries and training for youth program staff reflect a second-class status. It is difficult not to conclude that the quality of services to youth is not improving commensurate with their expanding problems.

Our discussions with operators also suggested that those with the best records in attracting and retaining quality staff also had the best records in attracting and retaining youth. This is perfectly consistent with common sense and with recent research, but is rarely the key focus of policy discussions about how to motivate youth to join and stay in programs.

The difficulty of attracting and keeping quality staff becomes even more critical in light of the need for staff to collaborate with other agencies to secure needed services, and, especially in the skill training programs, to communicate with and understand the needs of employers. In short, program effectiveness, according to these operators, requires very talented, mature and committed staff, able to deal with a variety of institutions as well as with young participants.

The cheapest (though not cheap) solution is to provide more training. Yet many of the qualities most needed in staff cannot be instilled by training; they are personal traits, or the byproducts of work and life experience. Salary levels and a sense of being part of an important effort may be at least as important as training--and they require resources, not rhetoric. Operators have no sense that our leaders and policymakers are seriously grappling with the issue.

4. The need to develop and utilize a wider variety of tools to measure program effectiveness

A healthy development in the past decade has been the insistence that human service initiatives produce outcomes, not just provide services. The JTPA system has been the leader in this movement. Its experience with a bottom line has underscored the fact that human development and training are complex matters, especially for youth.

Over the past several years, the JTPA system has attempted to fine-tune its performance standards while retaining the basic principle that the effectiveness of employment training programs can be measured. Yet, during this period, we have seen little effort to develop tools that measure the effectiveness of program theories of action, other than those aimed directly at short-term labor market behavior. The use of the random assignment method to measure conventional employment impacts has become an accepted tool, but this approach is limited in its usefulness for youth, whose labor market behavior may be sporadic for years. Other approaches and measures are needed.

One result of the limited number of measurement approaches has been to put pressure on more developmentally oriented programs, such as youth service corps, to frame their goals and outcomes in ways that do not fit their basic theory of action, just to qualify for public funding. Another result has been to limit public support for more developmental approaches--a counterproductive effect, since it comes at the very time that we are seeing more and more youth in need of precisely this kind of assistance before they are ready for the labor market. Thus, youth development programs are few in number and small in size, and their most skilled staff spend most of their time fundraising.

Over the past several decades, the academic community has done considerable work and made strong advances toward developing indicators of youth development that can help predict successful adulthood. One of P/PV's organizational priorities is to utilize these academic developments to construct useful effectiveness measures for youth development programs. The American public is unlikely to provide consistent support for such programs without credible information on their effectiveness.

Conclusion

The problems are formidable, but they are not impossible to solve. As this document demonstrates, there are youth programs that have successfully resolved many of them. There are other positive signs. As noted earlier, regulatory changes have been proposed to make it easier for JTPA-funded programs to serve youth with multiple barriers to employment. If the Administration's amendments to JTPA are passed by Congress, localities will be encouraged to tackle some of their most difficult youth problems in more creative and varied ways. Federal leadership and support of creativity and risk-taking will be most welcome in the social policy arena.

Some of the positive signs are substantive, and offer hope that theory and practice can be better integrated than they have been in the past. For example, the recent and widespread interest in mentoring indicates a deeper understanding in the social intervention field that personal growth and motivation to succeed require sustained, positive adult interest--more or better coordinated social services will not alone encourage the personal qualities that our youth need. This awareness must not be allowed to lapse into an insubstantial fad, or be seen as a no-cost substitute for other vital elements of success, such as available work and training opportunities. Provision of consistent adult support is an important element of any theory of action that aims at individual change.

Yet another positive sign is an increasing awareness that our public schools rely on only one approach to learning that, historically, has not produced a high rate of high school graduates or an especially literate citizenry. We are seeing at least a modest level of resources, both public and private, being invested in creating different learning approaches, so that both schools and the second-chance programs like those discussed in this document can offer our youth other ways to learn what our economy's jobs now demand.

So amidst all the discouraging signs are some rays of hope. Most of these signs, like the programs, are too small and too thinly backed. If we are to increase substantially the number of youth who can become productive workers and citizens--if we are to take seriously our rhetorical urgency--we will have to act more substantially on what we all know: that solving serious problems requires well-articulated theories of action, financial and staff resources, and ways to measure progress.

Appendices

Appendix A: Program Profiles

Program Name	Program Transformation
Sposoring Organization	Manhattan Valley Youth Program
Size/ Population Served	70 youth; ages 16 to 24
Budget and Funding Sources	$250K from the New York City Department of Employment
Program Length	9 months
Services	Basic skills development, work experience, work/life competencies, job placement, support services
Special Focus	Youth development, foster care youth
Contact Information	Mr. John Bess, Executive Director Manhattan Valley Youth Project Cathedral of St. John the Divine 1047 Amsterdam Avenue New York, NY 10025 212-222-2110

Program Name	Metrocenter YMCA Youth Division
Sponsoring Organization	Metrocenter YMCA
Size/ Population Served	120 youth; ages 16 to 24
Budget and Funding Sources	$666K from JTPA Title 11-A and 6% funds (23% of budget); YMCA/United Way; foundations and corporations; fund raising; earned income from business enterprises
Program Length	Unlimited; average 6-8 months
Services	Basic skills development; work experience in YMCA businesses--Clean City Enterprises, West Seattle Recylcing Center, El Fresco Vending Cart; work/life competency skills; job placement, support services
Special Focus	Youth development, work experience and basic skills for seriously disadvantaged youth; minority males
Contact Information	Ms. Muriel Burgerson, Associate Director Metro Center YMCA 909 4th Avenue Seattle, WA 98104

Program Name	San Francisco Conservation Corps
Sponsoring Organization	San Francisco Conservation Corps
Size/ Population Served	120 youth; ages 18 to 24
Budget and Funding Sources	$3.6M: $1M Mayor's Office of Community Development; $250K California Conservation Corps; $130K Earthquake Recovery Grants; $405K fee for service contracts; $1.6M State of Department of Conservation; $130K foundation and corporation grants; $80K miscellaneous income
Program Length	Up to 3 years
Services	Basic education; work/skills development in landscaping, recycling and conservation; welding, sheetrocking, painting, carpentry; job development/ placement; support services; youth leadership development
Special Focus	Public service youth leadership and conservation
Contact Information	Mr. Robert Burkhardt, Executive Director San Francisco Conservation Corps Building 111, Fort Mason San Francisco, CA 94123 415-928-7322

Program Name	East Bay Conservation Corps
Sponsoring Organization	East Bay Conservation Corps
Size/ Population Served	160 youth; ages 18 to 24
Budget and Funding Sources	$4M: $1.4M fee for service contracts; $240,000 California Conservation Corps Public Service and Youth Leadership Conservation; $2M State Department of Conservation (Bottle Bill 2020); $269,250 foundation grants, $38,000 JTPA; $100,000 GAIN (state welfare program); $40,000 CDBG
Program Length	Up to three years
Services	Education; support services; life/survival skills; work and skills training in recycling, natural resource development/restoration; adult day/home care; leadership training; job development/placement
Contact Information	Ms. Joanna Lennon, Executive Director East Bay Conservation Corps 1021 Third Street Oakland, CA 94607 415-891-3900

Program Name	Impact Services Job Preparation Project
Sponsoring Organization	Impact Services Corporation
Size/ Population Served	55 youth; ages 16 to 24
Budget and Funding Sources	$90K JTPA Title 11-A; $15,000 Impact Services
Program Length	16 weeks
Services	Basic skills development; work experience in nonprofit organizations; work/life competency skills; job placement, support services
Special Focus	Work experience for high risk youth
Contact Information	Mr. John MacDonald, General Manager Impact Services 124 E. Indiana Avenue Philadelphia, PA 19133 215-739-1600

Program Name	SER Jobs for Progress Occupational Skills Training
Sponsoring Organization	SER Jobs for Progress
Size/ Population Served	300 youth; ages 16 to 21
Budget and Funding Sources	$284K: $204K from JTPA IIA $80K from Wagner- Peyser Act
Program Length	16 weeks for the clerical skills program; on the job training
Services	Basic skills development; nursing assistant, general clerical skills, and data entry skills training; on the job training; work/life competency skills; job placement, support services
Contact Information	Mr. Jose L. Cela, Vice President SER Jobs for Progress 42 NW 27th Avenue Suite 421 Miami, FL 33125 305-649-7500

Program Name	**Training & Development Corporation**
Sponsoring Organization	Training & Development Corporation
Size/ Population Served	1,569 youth and adults; 35% are youth
Budget and Funding Sources	$2.7 million: $1.5M JTPA; $583K Maine Training Initiative and Strategic Training Accelerated Re-Employment; $713K State Aspire Program
Program Length	Varies depending on individual participant plan
Services	Basic education skills; life skills support services; referral for skills training; job development and placement. No stipends.
Special Focus	Case management process
Contact Information	Mr. John Dorrer, Senior Vice President Training & Development Corporation P.O. Box 1136 117 Broadway Bangor, ME 04401 207-945-9431

Program Name	**Industrial and Business Training Program**
Sponsoring Organization	Chicago Commons Association
Size/Population Served	200 participants age 17 and over (15% youth)
Budget and Funding Sources	$350K Department of Welfare; $800K of JTPA Title II-A and III; $200K City Department of Economic Development; $150K Private Foundations
Program Length	5-10 months
Services	Basic skills development; technical skills training in the following areas: quality control inspection, plastic injection molding, automatic screw machine set-up, packaging machinery mechanic; drug/alcohol counseling; employability skills, job placement
Special Focus	Job specific training in coordination with selected local industries
Contact Information	Mr. Ric Gudell, Executive Director Chicago Commons Association Industrial and Business Training Program 4100 W. Belmont Chicago, IL 60641-4616 312-685-1010

Program Name	Center for Employment Training
Sponsoring Organization	Center for Employment Training
Size/ Population Served	4,701 youth and adults; 28% are 17 to 21
Budget and Funding Sources	$20 million, primarily from JTPA; other sources are the Department of Labor and Education, and private funds
Program Length	6-9 months, depending on skill and amount of remediation required
Services	Vocational skills training and human development services, including remediation, supportive services and counseling.
Special Focus	High-risk clients; integration of remediation and counseling into technical skills training; placement of all graduates in $6-an-hour-plus jobs.
Contact Information	Mr. Russell Tershy, President/Executive Director Center for Employment Training 701 Vine Street San Jose, California 95110 408/287-7924

Appendix B: Resources for Youth Employment Programs

Organizations

Center for Human Resources (CHR) Brandeis University. The Heller Graduate School, South Street, Waltham, MA 02254 (800) 343-4705
CHR is a national youth employment clearinghouse with information on exemplary program approaches and research. It provides assistance to a wide audience of policy-makers and practitioners on "what works" in youth programming, based on research in the field. The Center's activities include the Youth Employment Information Clearinghouse, the National Youth Practitioner's Network, the Urban Network Project, and the Career Beginnings Program.

Center for Remediation Design. 1133 15th Street, NW, Suite 1200, Washington, DC 20005 (202)223-5640.
Jointly sponsored by the National Job Training Partnership, National Association of Private Industry Councils, U.S. Conference of Mayors, National Alliance of Business, and the National Association of Counties, the purpose of the center is to provide assistance to local SDAs and others in developing quality remedial education designs in programs for high-risk youth.

Jobs For America's Graduates. 1250 Eye Street, NW, Suite 303, Washington, DC 20005 (202)842-4196
Jobs for America's Graduates is a national school-to-work transition program that began in 1980 to provide services to students who were identified as at risk and had no formal plans for continuing education or training after graduation. JAG currently operates in 50 communities in 14 states. Its objective is to provide job-readiness services to students through competency-based instruction and an in-school Career Association in order to help them make a successful transition to work, postsecondary education or military service.

Jobs for Youth New York. 1831 Second Avenue, New York, NY 10128 (212)427-3336
Jobs for Youth (JFY) is a youth employment and training institution founded in New York City in 1958. It provides counseling, basic education, GED preparation, preemployment training and job placement services to disadvantaged youth between the ages of 16 and 25. The program has been replicated in Chicago and Boston and serves approximately 3,200 youth in the three cities.

Manpower Demonstration Research Corporation (MDRC). Three Park Avenue, New York, NY 10016 (212)532-3200
MDRC is a nonprofit organization established in 1974 to conduct evaluations and demonstration programs in areas of social policy. Its demonstration programs test innovative approaches to increasing the long-term self-sufficiency of actual or potential recipients of public assistance or other government-funded benefits. Its youth-focused research includes Jobstart demonstration project, the National Supported Work Demonstration, Project Redirection for teen parents, Youth Entitlement Demonstration, and the Comprehensive Opportunities Project.

National Alliance of Business. 1201 New York Avenue NW, Washington, DC 20005 (202)289-2888
The Alliance is a business-led, nonprofit corporation established in 1968 to increase private sector training and job opportunities for the disadvantaged and unemployed through public/private partnerships. The Alliance works with PICs and SDAs in the summer youth programs, and provides technical assistance through the National Office or one of seven regional offices.

National Association of Service and Conservation Corps (NASCC). 1001 Connecticut Avenue, NW, Suite 827, Washington, DC 20036 (202)331-8387
NASCC is a membership organization that promotes and assists youth service corps and serves as a forum for identifying policy issues that affect members. It seeks to broaden the national consensus for youth service and speaks for the growing youth corps movement. The Association sponsors conferences, monitors and reports on corps programs, operates a travel fund so that planners of new programs may visit existing corps and is developing a national corps data collection system and staff training program.

National Urban League. 500 East 62nd Street, New York, NY 10021 (212)310-9000
The Urban League's Employment and Training Development Cluster seeks to expand employment opportunities available to the 113 Urban League affiliates and their constituencies. It works toward achievement of full economic parity for blacks and other minorities, and provides technical assistance and information to affiliates in developing programs of skills training, basic skills education, job development and placement, job-finding and job-keeping.

National Youth Employment Coalition (NYEC). 1501 Broadway, Room 1111, New York, NY 10036 (212)840-1801
Composed of the major youth-serving and research organizations, the Coalition provides a forum for networking, information-sharing, legislative and policy discussion, and recommendations for member organizations, which are for the most part competitors in the employment and training arena.

Opportunities Industrialization Centers (OICs) of America. 100 West Coulter Street, Philadelphia, PA 19144 (215)951-2200
OICs of America is a national, community-based self-help skills training and community revitalization program. It was founded in 1964 in Philadelphia and has since expanded to 70 local affiliates across the country. Over the past 25 years, OIC has provided more than one million at-risk youth and adults with basic education, counseling, job-specific vocational and technical skills training, and job placement and follow-up.

Public Private Ventures (P/PV). 399 Market Street, Philadelphia, PA 19106 (215)592-9099
P/PV is a not-for-profit corporation that designs, manages and evaluates social policy initiatives to help young people, especially the hard-to-serve, become productively employed and self-sufficient. P/PV works with schools, government, employment and training organizations, community-based agencies, foundations and business to find more effective approaches to education, training and employment.

SER Jobs for Progress. 1355 River Bend Drive, Dallas, Texas 75247 (214)631-3999.
SER is a national network of 111 programs in 87 cities. It formulates and advocates initiatives in the areas of education, training, employment, business and economic opportunity, with special emphasis on meeting the needs of Hispanics.

70001 Training and Employment Institute, Ltd. 501 School Street SW, Suite 600, Washington, DC 20024 (202)484-0103
70001, an independent nonprofit corporation since 1876, has a network of over 60 programs that offer youth an organized sequence of educational and preemployment training, using a standard 70001 job-readiness training curriculum. It is described as individually self-paced, using competency-based performance indicators. Participants are generally in the program an average of two to five weeks prior to job placement.

Youth and America's Future: The William T. Grant Foundation Commmission on Work, Family and Citizenship. 1001 Connecticut Avenue, NW, Washington, DC 20036 (202)775-9731
The Commission was established by the Foundation in 1986 to stimulate ideas among researchers, practitioners and policy-makers about how to help improve the future prospects of America's youth. It consists of representatives of academia, the private sector, government, foundations and nonprofit organizations. Its publications both explore policy options and provide information on the youth population and current programs.

Youth Service America. 1319 F Street, NW, Suite 900, Washington, DC 20004 (202)783-8855
YSA is a nonprofit organization that serves as an advocate for the national promotion of youth service. YSA also provides technical assistance to existing and emerging youth service programs, provides information and policy guidance for various youth service programs, and publishes Streams, a newsletter reporting on national news, trends and information across the youth service field.

Publications

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American Youth: A Statistical Snapshot. James R. Wetzel. Washington, DC: Youth and America's Future: The William T. Grant Foundation, August 1989.

Working Capital: JTPA Investments for the 90's. A Report of the Job Training Partnership Act (JTPA) Advisory Committee. Washington, D.C.: U.S. Department of Labor, March 1989.

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